DOCUMENT RESUME

ED 220 116 JC 820 270

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TITLE Continuing Education and the Community College.
PUB DATE [Feb 82]
NOTE 36p.

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adult Education; Adult Learning; Adult Students; Community Colleges; Community Education; *Community Services; *Curriculum Design; Evaluation Methods; Lifelong Learning; Management by Objectives; *Program Administration; *Program Evaluation; Two Year Colleges

ABSTRACT

Drawing upon relevant literature, this paper addresses various aspects of the administration, design, and evaluation of community service programs in community colleges. First, the paper considers administrative issues. It proposes an administrative structure for the Community Services Division, outlines the duties of the dean and director of community services, and discusses the application of management-by-objectives within the proposed administrative structure. After profiling the mission and characteristics of a fictional community college, the paper proposes a model community services program, which includes the use of facilities and services by the community, community educational services, assistance in community development, and the provision of cultural and recreational activities. The following sections focus on elements of program design, emphasizing the importance of community involvement, of designing a community-based curriculum with an orientation to the educational needs of the future, and of formulating learning activities relevant to community needs and appropriate for adult learners. Next, the many populations seeking service from the community college are profiled, and emphasis is placed on the variety of educational opportunities required of effective community service programs. Finally, the paper considers the evaluation of community service programs in terms of objectives, administrative responsibility, and methods. (KL)

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CONTINUING EDUCATION AND THE COMMUNITY COLLEGE

BY: STAN SKAVERY

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"...the excellence and strength of an institution directly corresponds to the combined excellence and strengths of the officers of academic administration."[1]

Indeed, strong though its faculty may be an institution cannot continue that strength nor build upon it without a strong academic administration. The formulation and implementation of policies and procedures including those set up by the faculty are the responsibilities of the administration. Assuming he fulfills his responsibilities well, the faculty find open channels for the fulfillment of their own responsibilities and opportunities. Likewise, if he does not fulfill his functions properly and with imagination, initiative and enthusiasm, then his office becomes an obstacle to the functioning of those under his jurisdiction and consequently to the fulfillment of their own responsibilities and potential.

The Dean of the Community Service Division must maintain a sensitivity towards all areas that influence his administration. He must have a keen understanding of faculty, students and administration. He must also be cognizant of outside influences and their impact on his area of jurisdiction. He must become a jack-of-all-trades and must be able to work with and give leadership to all persons under his jurisdiction.

Organizational structures tend to have either a flat or tall shape. Both structures are pyramidal with the shape of the pyramid determined by the distribution of responsibility. In general, responsibility is delegated downward from the person or persons at the top of the pyramid; although in the flat structure this authority may be drawn heavily from persons at the bottom. Tall pyramidal structures are characterized by unity of command, so that there is a single source of authority at each level within the organization. Such an arrangement is conducive to the centralization of decision making and clearly defined lines of authority or "chains of command." These tall pyramidal structures are also characterized by formal and standardized procedures that inform most of the organization's operation.

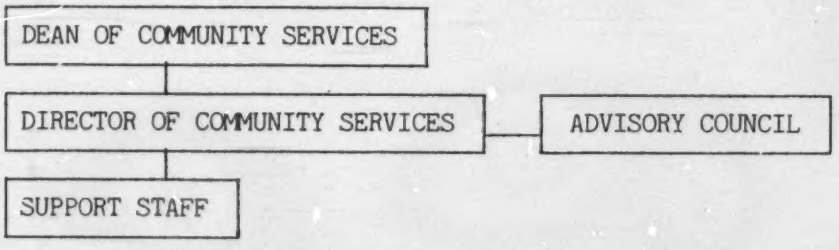
The administrative structure I propose is a flat rather than tall structure. It has a wide base and few levels between the top and bottom. In fact, many members of the Division will be at the same level, each assuming authoritative roles in relation to specific projects or activities

1

(i.e., registration, short course development, brochure publication, and dissemination, etc.). The flat structure I'm proposing differs from a tall structure in that it is characterized by flexibility in procedures, allows for considerable individual staff autonomy, relies upon little standardization in either program or administrative tasks to be performed, and is responsible to inputs from the broader environment. Staff relationships are characterized as collegial rather than superior-subordinate.

> "1. While clear lines of authority in pyramidal structures increase the likelihood of control and coordination of CE activities they also tend toward regidity.
>
> 2. Although division of labor requires some specialization, particularly in large CE Programs, specialization can lead toward a narrow, parochial perspective. This in turn mitigates against coordinated and integrated activities requiring a hierarchical structure with authority at the top to perform marginal tasks.
>
> 3. Collegial relationships tend to be more satisfying for the continuing educator who is creative and innovative, likes a certain degree of autonomy and is highly professionally trained."[2]
>
> "...the shape of the CEP's structure is functional, when it accommodates to the environment in which it is located and to the tasks performed by its staff."[3]

The Community Service Division should include a qualified and enthused Director of Community Services to assist the Dean of Community Services. His position is full time and he reports directly to the Dean of Community Services (see Figure 1).



(Figure 1)

I would round out the proposed administrative structure by employing additional part-time administrative support help to handle such areas as: registration, brochure development, supervision of activities, counseling, scheduling, rentals, etc. Such a structure lends itself to cost efficiency while at the same time maintaining flexibility.

DEAN OF COMMUNITY SERVICES

The Dean of Community Services reports to the Vice-President of Student Services and is reponsible for the development, promotion, and coordination of all adult and continuing education programs.

RESPONSIBILITIES

1. Staffing of all course offerings.
2. Planning of courses and special programs to meet the requests and needs of the constituency of his division.
3. Budget preparation and supervision.
4. Maintenance of laison with all academic departments of the college offering courses in the extension division.
5. Superivison of student registration for extension division and courses.
6. Encouraging the development of both credit and non-credit offerings as a part of continuing education for adults.
7. Perform other administrative duties as assigned by the Vice-President of Student Services and/or his designee.[4]

DIRECTOR OF COMMUNITY SERVICES

This individual reports to the Dean of Community Services and is responsible for the development, promotion, and coordination of college grants; and assists with continuing education and other community service programs offered by the college.

RESPONSIBILITIES

1. Assist the Dean in determining the educational needs of the community and in developing short and long-term goals to meet those needs.
2. Direct the program development for the Community Services offerings.
3. Direct the program development for non-credit continuing education units (CEU's).

4. Direct the program development for non-credit and Continuing Education Units (CEU's) offering for Professional and Para-Professional training.
5. Direct the program development and coordination of non-credit Continuing Education Unit (CEU) and credit offerings for Family Education.
6. Responsibility for administration of grant development.
7. Confer with local school districts and other agencies in order to develop and implement systems of coordination with regard to programs being offered.
8. Responsibility for coordination of and dealing with routine payroll, tuition, registration, billings, and other record-keeping matters for which the college has primary responsibility.
9. Assist with the recruitment, selection, and assignment of the Community and Community Services Staff.
10. Develop promotional materials and coordinate the development and dissemination of such materials.
11. Compile and prepare analyses of participation figures in Community Services offerings for such purposes as (a) class size control, (b) billing, (c) secondary distribution of funds, and (d) student/course classification for State assistance.
12. Oversee the maintenance of all schedules for usage of assignable college classrooms, laboratories, and general purpose rooms relating to Community Service offerings.
13. Contact and maintain laison with groups and organizations desiring to use campus facilities to advise them of services available through the college and other community services; determine physical requirements for scheduled events; arrange for necessary support services; and prepare rental agreements.
14. Maintain necessary related files and prepare recurring and special reports as required.
15. Perform other administrative duties as assigned by the Dean of Community Services and/or his designee.[5]

"Management by objectives is primarily a business/industrial concept. As such, it first came to light for popular consumption when Peter Drucker wrote The Practice of Management in 1954." [6]

When Peter Drucker wrote The Practice of Management in 1954 he had spent considerable time as a student of and participant in the business/industrial sector. Some of his more pronounced observations pointed to the fact that the most efficient organizations tended to be characterized by a high degree of planning and forethought. He explained that because of their emphasis upon planning, these organizations usually experienced a greater degree of success in achieving their corporate goals than others. In short, companies that knew where they were going had a better likelihood of getting there.

Over the years considerable work had been done in the area of goal-directed systems of management which in turn has become to be known as Management-by-Objectives. A careful look at Management-by-Objectives shows that it is indeed a worthwhile system that is effective and adaptable to the realm of education administration. Indeed, the University of Tennessee, the University of Utah, and William Rainey Harper College are but a few of the schools where MBO success stories prevail.

There are many definitions of Management-by-Objectives (MOB). However, one definition that lends itself to my proposed administrative organization is:

"...a systematic and continual process whereby the members of a given management team pursue mutually agreed upon goals of and for their organization." [7]

MOB typically proceeds through the following steps:

"1. Institutional goals are established.
2. Individual (managerial) goals are set and pursued.
3. Performance reviews are held periodically to evaluate progress in acnieving goals.
4. Appraisal sessions are held at the end of the year to assess and reward accomplishment." [8]

In Step I, program directors/coordinators throughout the Community Service Division submit their suggestions for goals to their immediate supervisor prior to the beginning of the managerial year. The submission of goals should correspond to the submission of budget material.

The goals are then reviewed and scrutinized as they filter through the varying levels of management. They are checked for continuity and compatibility with the current economic and social climate, the mission statement of the college, past, and present long range plans for the Division, and the job descriptions of the respective directors/coordinators. Once the goals for the Division have been formulated they are distributed to each director/coordinator in the Division.

The Step II of the MBO process, Division Directors/Coordinators are charged with the responsibility of developing performance goals for their respective offices that reflect the overall direction of the college as indicated by the institutional goals.

It is important that the various directors/coordinators consult regularly with their superiors, subordinates and counterparts to insure that everybody is working in harmony and towards the same goal.

> "Goals motivate when they are clear, reasonable and shared. It is not necessary for a goal to be expressed in explicit terms for it to be clear. It is only necessary that those who adhere to it understand what is meant by the goal at a particular time. Some goals in fact are written in very ambiguous terms so as to permit flexibility in interpretation over time and with changing circumstances." 9

As the year progresses the division personnel will periodically meet with the Dean of Community Services to review progress made in achieving their goals. These performance sessions provide opportunity for the Director of Community Services and other designated personnel to discuss areas for improvement of managerial skills. It is at these review sessions that the management team revises, adds and/or deletes goals as the circumstances warrant.

The final MBO step is for practical purposes an appraisal session. The primary purpose of this meeting is to assess the degree to which the directors/coordinators have accomplished their goals for the year. This session can also serve as a basis for promoting or demoting key management division members.

There are many forms of writing managerial objectives. Nonetheless, the basic content will be the same. Many MBO systems for writing objectives rely upon the simple sentence, qualifying paragraph and the columnar grid, as follows:

Simple Sentence: My objective is to maximize classroom size to 25-30 students per section for the 1982-83 academic year.

Qualifying Paragraph: My objective is to maximize classroom building utilization. This objective will be considered achieved when:

1. An analysis of past, present, and projected building utilization is made by February 1, 1983.
2. 90-100% of the scheduled classes actually take place.
3. One-half of the classes are scheduled in the morning and the remaining in the afternoon.

The Columnar Grid:

The Result Area	The Activity	Criteria
Staff Utilization	Increase efficient use	1. 95% of the faculty are teaching a full load by March 18, 1983. 2. Released time option will be phased out by June 1, 1983.

Generally speaking management goals can be placed into one of four categories:

1. Routine Goals - Those which are an everyday aspect of the job (i.e., preparing budgets, developing publicity, or staffing positions).
2. Problem Goals - An attempt to resolve an existing dilemma.
3. Innovative Goals - Those which are new to the management of a given operation. They have never been tried before.
4. Personal Goals - Personal objectives which a manager sees as being relevant to his position (i.e., joining professional organizations, publishing an article, or working on an advanced degree).[10]

Irregardless of how MBO is utilized it is not the panacea for all of an organization's problems. On the contrary, it is simply one more tool an administrator can draw upon in meeting the duties and responsibilities of his position.

MBO is a process that demands time to evolve and develop into maturity. It will not work over night. In fact, most authorities agree that it takes

MBO two to five years to reach its optimal maturity. Nonetheless, MBO is often touted for its ability to obtain the most and best from its practioners. Also, since it promotes quality as well as productivity it is a cost efficient process over the long run.

> "MBO also deals with the problem of communication. If the appraisal and performance review are properly conducted, they can provide an effective vehicle for colleagues to exchange their professionally relevant needs and wants. All in all, these positive features tend to breed high morals and even more." [11]

The community college is probably one of the fastest growing and least known phenomenon in education today. Its growth is due primarily to its comprehensive curriculum that offers something to almost every person in the community. Indeed, many families have found the community college scene to be a meaningful way to fill voids in their lives created by our fast-paced society. Thus, in this context the community college of today is truly just that "a community college."

The Woodrow Wilson Community College won't differ in many ways from most community colleges. Its program offerings will include a host of short noncredit courses, seminars, and workshops for the person who wants to learn but doesn't want the hassle of applications, entrance exams, transcripts, and other criteria usually associated with enrolling into college subjects. However, for the person who does want to work toward a bachelor's degree, the community college offers a vast variety of subjects that are usually found in the first two years of a college or university. Upon completion of these subjects, a person can then transfer on to another school for his bachelor's degree.

The Woodrow Wilson Community College will hopefully see fit to ccoperate with local college and universities to offer junior and senior courses as well as graduate courses on the campus of Woodrow Wilson. Likewise, if the community's interest lies in the area of vocational or technical training, our institution will offer a variety of career programs designed to prepare those interested for the world of work after only one or two years of college training.

Our college will have a lot to offer every citizen and family within the community and is in keeping with the concept of the comprehensive community

college. Indeed, one of the driving forces is the phenomenon that we should provide the vehicle for everyone and anyone to continue their education throughout life.

The fact of the matter is that there is probably no other institution in our society that can so conveniently provide so many things under one roof to such a broad range of people at such an economical cost. This fact alone is testimony to the community college concept and what it has to offer to every member of the community. Moreover, it is probably because of this comprehensiveness, that it attracts the type of person it does.

The types of service programs I plan to introduce throughout the Woodrow Wilson service area fall into four categories. They are:

1. Community Use of Facilities and Services. This entails making college facilities and services available to the community when such use does not interfere with regularly scheduled programs. This aids in meeting the community's need for available space thus insuring greater use of all college facilties. It also serves to acquaint the area residents with the community college. Included in this category are the use of physical facilities and services for community social, recreational and cultural events. It may include use of the gym, library, food service, auditorium, classrooms, parking lot, administrative building, etc. In short, the availability to utilize all the physical facilities and related services for community groups/individuals.

2. Community Educational Services. Educational programs which are programmed for specific age and interest groups within the community district (i.e., children, parents, senior citizens, businessmen, professional men etc.) and require the special skills of the community college staff and outside experts. Many educational program offerings will be conducted in off-campus locations (i.e., business establishments, vacated schools, stores). Campus radio and cable TV facilities are utilized for both credit and noncredit courses. Numerous programs are geared to human resources development-retaining programs, basic education programs, short-term occupational and basic skills programs for the disadvantaged, and increased leisure programs for senior citizens. Faculty consulting services, community counseling, provision of a speaker's bureau, and student programs for the community, all are examples of educational services that are rendered by community colleges.

3. Community Development. This is an area whereby the community college has its best opportunity to integrate with the community. This can be accomplished through leadership and advisory assistance by college personnel; research and planning, studies, surveys, and polls; workshops, institutes, and conferences; and through the organization of community councils and other needed community agencies and groups.

4. Cultural and Recreational Activities. This list of activities includes such events as lectures and fine arts series, conferences, film series, concerts, recitals, cultural tours and field trips (i.e., art exhibits, historical site visits), physical activities (i.e., skill classes, tournaments, track and field events, weight conditioning), special events, free time activities, science services, festivals, performing art groups, etc. The community college can contribute in endless ways towards the development of the area while at the same time helping to raise the community standards of entertainment and recreation.[12]

It should be apparent that the list of services offered by the community college is only limited by one's imagination and time. Nonetheless, the aforementioned categories summarize in a parsimonious manner the parameters of basic program services that could/should be offered by the Division of Community Services of Woodrow Wilson Community College.

If programs are to be successful then they must involve all aspects of the community (i.e., groups, individuals, leaders) in the planning and development of the program. Not only do community groups provide valuable suggestions for program development, but they can also be counted on to promote community support and interest.

Citizen advisory councils serve a unique function leading to the planning and promoting of programs. The community's composition might very well consist of school superintendents, local businessmen, students, faculty, representatives from various service groups, child welfare, and correction agencies; of various professional and occupational groups of minority populations; or geographically distinct populations.

Although they do not command the same authority as do boards, advisory councils can influence decisions even if they are not empowered to make them. Regretably, the distinctions between advisory and deciding are not always clear. Nevertheless, their worth far outweighs this drawback. Moreover, by delegating real tasks to the advisory council as well as detailing

specifically their assigned duties and responsibilities; the net result and/or payoff should be significant.

In order to assure both the influx of new ideas and appropriate representation, there must be an established procedure for selecting advisory council participants. In addition, a length of time should be established whereby each member of the council serves for an allotted period of time or serves at the discretion of the program director.

> "The endorsement of a well established group or one that is viewed as representative can add both prestige and credibility to a project. By incorporating the leadership of a number of local agencies and representatives of learned populations on task forces, boards, and advisory groups, continuing educators increase the likelihood that their Programs will be legitimized." [12]

Suffice it to say that advisory councils serve as a two-way communication vehicle. They serve as a sounding board for the Director of Community Services reflecting his ideas and providing insights on how those ideas might be received by others in the community. They may also provide valuable information on the attitudes, opinions, or needs of particular populations. In turn, they inform others of what is feasible and likely to occur.

A community service program cannot be successful unless it is well organized and flows logically through a series of five phases or stages. These include:

1. Defining the problem to be addressed and assessing needs and interests.
2. Building a formal or informal structure of relationships through which planning and programming can take place.
3. Formulating objectives and deciding on the strategies or activities to take place.
4. Implementing the programs.
5. Monitoring and evaluating it.[13]

These stages or phases as described by Lauffer follow a logical order. However, in everyday practice they may occur out of order or may never be engaged in. Others occur simultaneously. As a result it is not unusual for a problem to be identified and goals set without a structure of relationships ever being developed through which programming might take place. In other situations a task force or ad hoc coalition may design a series of activities

or workshops without ever addressing the question of needs or interests and without ever formulating clear objectives.

> "An educational process may being at any of these stages. It may very well be that a problem becomes defined only during the course of an educational program (stage 4). In reality, any stage can and often does exist simultaneously with any other. The monitoring, feedback and evaluation stage is an ongoing process. Problem definition never ends. The building of structures and networks of relationships interacts continuously with program development and policy formation. It would be an error to think of these stages as a temporal sequence. Rather, they can be thought of as a logical sequence, each stage impinging and interacting with the others. A continuing educator could enter the process at any stage with regard to any issue or any problem."[14]

The key to the proposed program design is that it is clearly understood both by the community college administration and the Community Services Division staff. Moreover, the proposed design is a "trial balloon" subject to critical analysis. Its primary function is to serve as a base of operation to get us going. It is by no means cast in stone. On the contrary, its real worth lies in its capability to adjust, be modified and changed as the process is in action.

It is imperative that the services we rendered be delivered throughout the community rather than only on campus or at a few, scattered cities. Also, services should be geared away from formalized classroom situations and more towards the realities of the community itself. Our programs should strive towards contributing to long-term growth and participation as well as providing for the needs of the moment. Such an approach required programming methods that are adaptive, flexible and quickly applicable in varied settings, with a minimum of effort.

> "Programs should be inclusive rather than exclusive to the fullest praticable extent, making room insofar as possible for the broadest range of ages, previous levels of attainment, styles of learning and interest. Many individual programs will require an extremely narrow focus suited to highly immediate and specialized needs." [15]

The responsibility for planning each program must be assumed by the Dean of Community Services in conjunction with the Director of Community Services. In addition, active participation in overall program planning should come from all parties who will be involved in the programs whether as participants, as staff, or in supporting, coordinating and facilitating roles.

It is essential that the program objectives be clearly spelled out and thoroughly understood by all persons concerned. Other key aspects include: formal agreement whenever expenditures of funds is anticipated, use of facilities, provision of services or other valuable resources.

The importance of clear and concise communication cannot be over emphasized both within the context of the college and the community it services. On-going evaluation and modification is essential. Likewise, time constraints relevant to the various programs must be adhered to and coordinated with other agencies throughout the community. The bottom line is to strive for excellence even if it means fewer programs.

The community must be recognized for the valuable resource that it represents. Indeed, it should serve as a valuable labor story for the enrichment of the total college curriculum.

> "Field trips to art galleries, business and industry, local government offices, public and private service agencies - all are educational resources that can be incorporated into community service programs. The community can be the object of special studies, surveys and polls initiated through the program. Joint programs with business, government and other educational agencies at all levels - public and private - can provide unique and valuable service. Community leaders can be used as resource persons in a variety of ways." [16]

There are some programs that will require special and costly facilities. This is most notable in the health services field. As a result it behooves the college and our clients to strive towards joint sponsorship in training programs with local hospitals and medical laboratories. Such cooperative ventures allow us to provide services while avoiding the purchase of very costly equipment that quickly becomes obsolete. Thus, by working closely with other community agencies we are able to help accomplish what no single institution could help to achieve on its own.

Program design and staff development are not without their problems and difficulties. Ervin L. Harlacher in a 1967 study discusses at great length eight problems worth noting when dealing with program design and staff development. These are:

1. Communication
2. Support from boards of trustees, administration and faculty.
3. Coordination of services with other community and regional groups.
4. Identification of community needs and interests.
5. Planning and evaluation.
6. Philosophy and objectives.
7. Administration and supervision.
8. Physical resources. [17]

There are many signs that point to the need for curriculum reform. The changing nature of our society, the startling increase in our rate of accumulation of new knowledge, the national dedication to equal educational opportunity for all segments of our school population, the need and relevance of educational pursuits to individual goals, the apparent errosion of a shared set of values pertaining to human interaction, and the diminution of expected standards of competence in basic skills throughout a broad sector of our population.

> "...educational goals and objectives need to be planned anew from the ground up, on the basis of a careful analysis of individual and societal needs." [18]

If we are to be intune with the varying needs of the students and communities we're servicing, then we need to design a curriculum that is diverse and not one that is restrained by the influence of a single educational model. Just as there apparently need to be special kinds of schools for children of the inner city, probably also there needs to be special kinds of schools and opportunities for people of different interests and left goals.

The ever increasing expansion of knowledge, the increasing amount of leisure time, and the technological changes that occur daily require that people refresh and expand their knowledge, adapt, or replace their skills several times during their working careers. Moreover, it requires a constant reformulation of their concepualization of education, work and leisure.

> "...as technological advances alter concepts of time-worthiness, personal fulfillment through education could be considered as essential to physical and spiritual welfare just as the work ethic has been stressed in the past." [19]

Alvin Toffler has used the term "future-shock" to identify a condition which has begun to affect many persons in the United States; a condition that he predicts might be one of tomorrow's most important "psychological

diseases." Toffler describes "future-shock" as a time-change phenomenon resulting from rapid socio-technical developments which have carried us from familiar yesterdays to unknown tomorrows. He describes it as "culture shock in one's own society" and feels that its permeating quality is often more disorienting to people that is the culture shock which a traveler experiences in visiting countries where the customs and cues as to ways of living are radically different from his own. The impact of future-shock, however, is greater that culture shock because the visitor to a foreign country always can comfort himself with the thought that he may return to the familiar environment of his own land. This is not possible for the sufferer of future-shock. He cannot look homeward and feel secure knowing that he may once again function in easily recognizable situations with his old patterns of behavior. For him, the changes that have altered his once-familiar environment are irrevocable. One cannot return home to yesterday.[20]

We are rapidly approaching the time depicted by George Orwell - the fateful year 1984, Sixteen years thereafter we confront the beginning of the third millenium - the year 2000.

What will the new millenium be like? Will it be an era associated with great happiness, perfect government and freedom from imperfections in human existence? Or will it be one beginning in chaos and leading to a new dark age? What will the degree of change and the rate of change do to people? Surely, it will affect our conceptions about ourselves, our work, our way of living, indeed, every aspect of human endeavor.

> "The overall curriculum design should perform for the instructional program as a whole the tasks which a curriculum design performs for each subject field: define its scope; provide the basis for sequence and integration, and suggest the focus of instruction." [21]

Ralph W. Tyler in his book "Basic Principles of Curriculum and Instruction," lists four fundamental questions which he feels must be answered in developing any curriculum and/or plan of instruction. These are:

1. What educational purposes should the school seek to attain?
2. What educational experiences can be provided that are likely to attain these purposes?
3. How can these educational experiences be effectively organized?

4. How can we determine whether these purposes are being attained?

As Tyler aptly puts it "The answers will vary from one level of education to another and from one school to another."

> "Tyler identifies at least the major commonplaces of curriculum - the elements about which cirriculum makers must make decisions, on which researchers must focus, and to which theorists must pay attention in formulating their theories and conceptions. These have to do with ends and menas and the relationships among them." 22

Perhaps the ultimate purpose of curriculum development from both a practical and theoretical point of view, is to improve knowledge, skills and attitudes of human beings. The intent is to enhance one's ability to find meaning in one's life.

Cyril C. Houle presents a system of educational design which may have relevance to education at any age of life, but one which has grown specifically out of an analysis of the organized and purposeful learning activities of men and women.

Houle suggests a two-part system that will work effectively and economically in either explaining or improving educational practice. The system suggested is a natural one, using familiar terms and components which have a common sense foundation.

The system proposed by Houle requires two complimentary actions:

1. Examination of the situation in which the learning activiity occurs to determine the basic category to which it belongs.
2. The application to that situation in ways which are profoundly influenced by its category of a basic framework or model in order to produce a design or program.[23]

The subject of learning activities is not a relatively simple matter for discussion. Its success or failure is really predicted upon the follow through with the other components identified by Alan Knox to be: the learner, setting, objectives, and evaluation. Also, by the very nature of the interdependence of these component roles with one another, it requires that the learning facilitator take a long look at the "total" picture comprising program development.

Any number of assumptions can be made regarding learning activities. Indeed, it seems logical to assume that the margin of success associated

with any program activity is greatly enhanced provided the learning facilitator follows the prescirbed program designs suggested by Tyler, Houle and Knox.

> "Organization is seen as an important problem in curriculum development because it greatly influences the efficiency of instruction and the degree to which major educational changes are brought about in the learner." [24]

What is needed is a program approach to learning activities that incorporate all of the components of Knox's mentor role. Moreover, it requires that the area of the learner, setting, objectives, activities, and evaluation be viewed in their relationship to one another. Despite the fact that the planning or improvement of a continuing education episode can begin with any component, it is contingent upon proceeding relationship with each of the other components until all have been taken into account.

Knox's descibed role of the mentor differs from the models proposed by Houle and Tyler in that the latter two are concerned with program development and haven't differentiated as such a structure model for that of the mentor. Nevertheless, both Houle and Tyler advocate no particular order be followed in their model but rather that we develop a feeling for the interrelationship between the various model components. Consequently, program activities can be developed to their maximum potential by following either Houle's or Tyler's model but not by losing sight of the role of the mentor as per Knox's model.

Irregardless of how we go about developing learning activities, be they in the form of reading, listening, writing, discussing, or viewing, it is essential that an organizational framework for program development be devised. In short, there is a need for learning activities to become assimilated into a coherent program.

Harriet B. Baldwin telescopes Tyler's four classical curriculum questions into three categories: ends, means, and evaluation. She then adds Goodlad's three categories of decision making: societal, institutional, and instructional, and presents each level with a vertical feedback system. This process she calls "translational continuum." All three decision making areas are connected, after Goodlad's, in a transactional process which occur along a generality-specificity continuum.

The complete model is shown in Figure 2. It is further described in the words of its inventor whose work is closely related to the conceptual model described by Goodlad.

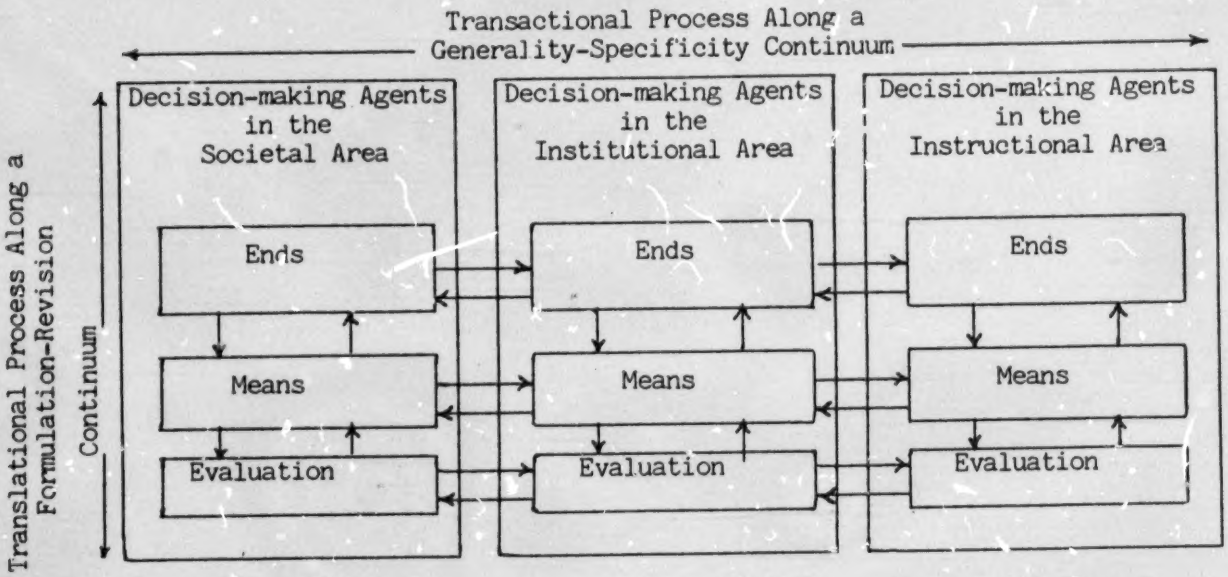


Figure 2

"The model demonstrates that planning and managing the instructional program of a public school system involves two processes (a translational process and a transactional process), both of which occur along continua and operate on four categories of components (ends, means, evaluation, and decision-making agents). Within the transactional process, decisions are made on three categories of issue. The decisions differ along a generality-specificity continuum according to the area of responsibility in which the decision-making agents operate. Within the translational process, decision-making agents formulate ends, means to achieve them, and methods of evaluating the efficiency of the means in achieving the ends. Decision-making agents make such revisions as are necessary.

The system approach has two effects on the model. The first is to establish the boundaries which are essential to analysis, within which the process of planning and managing the instructional program of a public school organization operates as a system. Boundaries are difficult to define for any system. They are notoriously difficult in this case...Nonetheless, boundaries are essential; and when logic fails in defining them, intuition succeeds though its definition is often arbitrary. The boundaries of the process of planning and managing the instructional program of a public school system are those of the school system. Ultimate responsibility for its operation resides

in the citizenry operating through the political process; and requirements are laid on its operation by state law. But when the process of planning and managing the instructional program is analyzed as a system, its boundaries may be defined for our purposes as the area of responsibility of the Board of Education.

The second effect of the systems approach is to require that decisions relating to particular elements be made in terms of the other elements in the system. This effect, with reference to the operation of the translational and the translational process, is as follows: The model demonstrates a precise relationship between the categories within each area of responsibility and also between each category in the three areas of responsibility. These relationships require that decisions made in any area of responsibility with respect to any category must reflect decisions previously made and must permit the making of subsequent decisions. There is thus a precise integration of decisions." 25

Public education needs much more than cursory involvement and a few extended activities. It needs a thorough redirection of effort zeroing in on individual and community needs.

The real challenge awaiting the community college lies in the development of a curriculum for the future. By directing our energies in curriculum, lifelong learning programs can take upon themselves a most significant meaning and worth. By taking into account sociological, psychological and philosophical determinants of the individual, school and in turn the community, we will emerge from the shadows into the limelight as a learning society.

Today's community college needs to serve as a catalyst influencing change as well as being helpful in the transmission of ideas. Moreover, we must understand the fundamental aspects of a strategy for change in the curriculum. In order to do this, first there must be created a social, political and educational climate among the people who are in the position of influence or who contrive decision making on educational matters that are conducive to and supporting of educational change. Secondly, the people who are responsible for making such change must themselves favor such change, understand the reasons for change, be sympathetic with the new programs and practices to be tried out, and have a personal disposition and desire to improve the quality of education provided to the community.

> "...the development of a climate favorable to change is primarily a political matter. This climate must be created at all levels at which decisions are made, properly identified by Lippett as the classroom level, the building level, the school system level, and the community level." [26]

Those of us involved with serving the community via the community college need to become acutely aware of the mechanics associated with curriculum change and recognize that change is a relatively slow and laborous task. Also, we will see meaningful progress only when administrators, teachers, counselors, and other faculty and community members sit down together in partnership to develop educational goals and objectives. This process is essential in order to make community-centered learning experiences available to people of all ages.

> "School has long been regarded as a community on its own, a state within the state with its own rules. This is no longer true. School is now looked upon as forming part of the community as a whole, an open system, in which the objectives and forms of work of the community are reflected in those of the school, that is to say in curriculum development." [27]

One of the basic differences between adult education and the curricula often planned for children is that the adult learner, much more than the child, will take a more active part in the consideration and selection of what he is to study. The amount of choice and degree of participation in the learning materials and experiences will be limited. Adults, on the otherhand, can be given a choice ranging from dependence upon the teacher to the stage whereby the choice of learning objectives and curriculum are made by the learner. Whatever the limits, it should be clear that when the learner partakes in the development of the curriculum, this action leads to a learning experience that is significantly different in quality.

J.R. Kidd points out that the student of learning must be fully aware of the sources of motivation in needs, interests, and attitudes. He goes on to say that there will be effective learning when certain conditions are realized.

1. Both security and stimulus are realized.
2. The learner has two opposite needs - dependence and independence.
3. Learning depends upon previous experience.
4. Learning depends upon the relevance of relationships.
5. Continued learning depends upon the achievement of satisfaction. [28]

A study of the needs and wants of the adult learner is one means of beginning the development of a curriculum. However, needs are so many and so varied that considerable effort must be taken to bringing them into order.

> "Many who have studied nonparticipation believe that if more adults are to be brought into educational activities, not only must the curriculum be modified to accomodate other interests but also many of the traditional forms of organization may have to be revised." [29]

Choosing a curriculum for adults means several things. It means understanding the needs of the learner, the situation in which he lives, and the kinds of content that may serve his needs. It requires a careful statement of objectives in a form that sets out the desired changes as well as the subject matter. It requires selection of the precise learning experiences that may best accomplish these objectives. It assumes the fullest possible participation by the learner in curriculum building.

The community college faces a multitude of audiences it will be asked to service. These include:

1. People with basic and secondary educational needs. This would include the clients of adult basic education programs who often lack functional literacy, high school equivalency, or skills necessary for coping with daily life.

2. People who need occupational and vocational training. This group is comprised of those who lack sufficient skills to obtain a job, those who wish to upgrade occupational competencies, and those wishing to obtain new skills and knowledge so they can change jobs. It also includes the large numbers of adults who have been employed and are now returning to college in order to prepare for a change in careers. Finally, it includes the large number of women who are entering the work force for the first time or who are returning now that their children are grown.

3. Professionals who constantly are in need of upgrading their knowledge and skills. This group is comprised of professionals in health, law, teaching, engineering, business, and other areas who constantly feel the need and pressure to upgrade their professional skills and knowledge.

4. Adults seeking self-enrichment, liberal education and/or leisure-time skills. This audience includes the many adults who participate in short courses, workshops, self-study programs, media-sponsored activities, and a host of other offerings, all designed to help the individual to improve in some way.

Included in this group are people who seek to improve the quality of their lives through the study of classical literature, music, and art. It also includes those wishing to develop some personal talent such as creative writing, painting, wood carving, or a performing art.

5. Adults who seek skills and knowledge in community and social action. This audience is comprised of adults seeking to become active in community decision making and problem solving but who are lacking the necessary skills for such activity. Seminars, short courses, and workshops can help to develop these skills.

6. Groups and communities in which citizens live. We must not forget that groups and communities as well as individuals have needs. However, a group or community need is not necessarily the same as the sum needs of those who comprise the group or community. Indeed, groups and communities are entities different from and greater than the sum of individuals who belong to them. [30]

How do we decide what curriculum should be taught? In order for us to determine the content of the curriculum we must have some reasons and/or purposes of continuing education. Jerold W. Apps refers to four broad purpose of continuing education that seems apropos for the community college setting. They are:

1. To help people survive.
2. To help people discover a sense of meaning in their lives by helping them to enjoy personal creativity, satisfaction from excellence, and the benefits of emotional and intellectual discovery.
3. To help people learn how to learn.
4. To help people in a community (society) provide a more humane social, psychological, and physical environment for all its members. [31]

The overall purpose of continuing education is to improve the quality of human life. This inturn implies that all four of the purposes mentioned by Apps must be dealt with at the same time and with some sense of balance.

> "Adults are not merely tall children. They differ from the young in many ways that influence their learning. They have different body characteristics, different learning histories, different reaction times, different attitudes, values, interests, motivations, and personalities. Therefore, those who are trying to help adults must be aware of these differences and adjust teaching and the learning environment accordingly." [32]

Malcolm Knowles speaks of self-concept, experience, readiness, and time perspective. As people mature, their self-concept normally changes from that of a dependent personality to that of a self-directed individual. They develop a growing storehouse of experience upon which to draw in learning situations. Their readiness to learn is closely related to their developmental tasks - the age and stage they are in. And as people mature, their learning has more of an immediacy than a postponed dimension to it. Finally, for adults, learning tends to be oriented toward problem solving rather than a particular subject-matter area.

John Dewey wrote about learning as a transaction. He said that active perception, interpretation, or understanding comes as a result of a transaction in which are linked the interpreter and the interpreted, or between the observer and the observed. In learning, unless both the buyer and seller have something of value to share there is no transaction. Many students of learning are acutely aware of both process and continuity between the learner and his past, the learner and his environment, the learner and the content, the learner and his mentor.

"You don't," said Edward Lindman, "until you do something. You don't change by listening. You don't change by talking. You actually change when something happens to your muscles. When you stop or move in a new way, then the change becomes really significant." [33]

The question faced by community colleges concerns the mix of students who will be enrolling and the programs that will be needed to provide the educational opportunities sought by both the students and the community comprising the community college district.

> "...ignorance still abound concerning the learning of adults. It is not fully understood why it is that some people will put forth effort, will extend themselves and their powers, will try, will take risks, while others are more resistant, more wary, are slow to start and quick to give up. The latter are showered with advice and quickly classified - they are apathetic, or lazy, or not well motivated. It is much easier to apply epithets than it is to understand or help people become effective learners." [34]

Informational appraisals of all aspects of the program design is essential. Moreover, it is important that updated and accurate data relevant to the overall program design be made available to the Dean of Community Services and other key division administrators.

> "The remoteness from evidence results in overvaluing of the occasional student complaint brought to the dean's office. At another extreme, in some universities deans have had to be satisfied with checking faculty teaching assignments to be sure that the individual has actually done some teaching." [35]

Some formalization of the administrative evaluation can be accomplished by developing report forms and requiring that these be completed and returned along with some recommendations when significant decisions are to be made with regard to an individual and/or program component. The Department of Institutional Research and Development should be charged with overseeing the data system of the Community Services Division including: the development of organized patterns for data collection and dissemination, making studies for faculty committees and administrators, initiating studies designed to point up problem areas, and with facilitating the long-term planning of the college.

Despite being a small institution it is essential that the major functions of instructional research be performed and someone must be assigned responsibilities for coordinating these and seeing that the administration and faculty committees are provided with current and relevant evidence of the institutional operation as a basis for decision making and planning.

> "From time to time...self-evaluation needs to be supported by special institutional committees or full-scale institutional self-evaluation projects which, by the charge given them, the resources supplied, and the prospect of utilizing outside consultants, are in a position to give a critical look at the institution which is not possible to an ongoing element in the institution." [36]

The point to be stressed is that evaluation should be continuous, should be focused on program efforts, program effectiveness, and program efficiency.

Without adequate evaluation it is impossible to expand sound programs or to improve poor ones. Due to its inherent reliance upon the community for its advise and support, the Community Services Division is in a better position than many others in knowing how well it is doing.

It is incumbent upon the Community Services Division, his staff and the Department of Institutional Research and Development to devise, test and continually improve useful methods for program evaluation.

All participants in the program design should be involved in the evaluation process. Moreover, they should routinely be asked to evaluate specific activities either upon termination or at specified intervals. Such an appraisal should prove useful in identifying or verifying program weakness. Advisory councils will also be useful in evaluating the Community Services Division program provided the council is used properly.

> "The community college staff and board must make a concerted effort to determine the educational needs of the community - of youth and adults as well as of the public service business, industry, and labor. Such an assessment can be done through needs-analysis or social-indicator surveys and by advisory committees of interested and conconcerned community participatns or even by opinion survey organizations." 37

As the increase numbers of people in their thirties and of retired persons changes the mix of our communities; the community college must listen to these groups as they express their educational needs in terms of courses, location, and time of classes. Thus, to prescribe without surveying the interests and need of the community to be serviced is a gross injustice.

Chester W. Harris notes that appraisal can be made of four aspects of the educational program: plans and purposes, resources, processes and results or effects.

The first three: plans and purposes, resources and processes; are identified as means to program results. Thus, through an examination of these aspects we can find out why certain results were attained (ie., the purpose or objectives may have been too vague, ambiguous, simple or hard; the material and human resources may have been inadequate or the instructional process inappropriate.).

Both "means assessments" and "ends assessments" are carried out by a similar process. In its simplest form; these assessments involve a comparison of "what is" with "what should be." It is a process whereby we make a judgement about a situation which exists or which has existed as compared with some standard about the idealness of the situation. In program evaluation the criteria used in the judgemental process are found in the behavioral objectives formulated for the program.

"...evaluative measures should be consistent with the level of objectives formulated using the taxonomies of educational objectives. In assessing the adequacy of other aspects of the program- such as assessment of the means utilized- the criteria or standards used in forming judgements are not inherent in the program but reside in what the experts define as attributes of good instructional programs." [38]

Ideally, evaluation efforts should be as scientific as possible. Needless to say, such factors as time, cost, and personnel required will determine the type and quality of evaluation plan adopted.

The diversity and flexibility that characterize the Community Services Division carry over into the evaluation process. The tools available include:

1. Survey Instruments: These include written questionnaires, that may be standardized or custome tailored for the program design.

2. Telephone Surveys: These are mainly utilized as a follow-up to a written questionnaire.

3. Personal Interviews: These may be conducted in a group or on a one-to-one basis.

4. Unobstrusive Measures: This includes data gathered from observations by staff and/or professional evaluators on the number of participants, the age range, the proportion of men to women, the ethnic identification, the degree of participation, etc. The participants are not required to fill out questionnaires or respond to interviews.

5. Subjective Measures: Included in this category would be hunches, commonsense reactions, analysis based upon experience with similar programs, and off-the-cuff judgements in regard to audience satisfaction.[39]

These tools of evaluation may be used separately or in unison with one another depending upon the scale and nature of the project as well as the type of data that is being sought.

"Using evaluation creatively calls for the application of judgement, empathy, imagination, and solid information in balanced proportions, which, after all, are essentially the same attributes required for effective program development through all of the earlier stages of the process. Evaluation is the summing up, the moment of truth, the continuing educator's touchstone. At the same time, it is not an end in itself but a means to an end, a step in the ongoing process of growth and change that is continuing education, a dynamic interplay of learning and living that is constantly being reevaluated and renewed." [40]

In summary, evaluation of program design is contingent upon having clearly identified ends or objectives as well as taking the time and energy required to adequately plan and conduct evaluation procedures. The real intent of going through the labors of evaluation is to improve programs or to weed out the less effective programs. Thus, if we are genuine in the quality of program we design and implement then we must recognize that program evaluation is inextricably intertwined with the planning and implementation of the educational program.

The challenges awaiting the Division of Community Services of Woodrow Wilson Community College are both exciting and demanding. They are not, however, insurmountable. Indeed, it will require the development of cooperative efforts among neighboring colleges and universities, the providing of a vast array of services to local constituents, strong administrative leadership, a quality faculty, and student retention and achievement. These are the building blocks upon which we must build our reputation and establish our credibility with the communities we serve. It is only by maintaining such a reputation that we will survive and receive continued support through the 1980's.

FOOTNOTES

[1]Asa S. Knowles, Handbook of College and University Administration, (New York, 1970), p. 6-3.

[2]Armand Lauffer, Doing Continuing Education and Staff Development, (New York, 1978), pp. 139-140.

[3]Ibid., p. 139.

[4]Knowles, op. cit., p. 6-8.

[5]Washtenaw Community College, Posting for the Position of Director of Community Services, July 10, 1981.

[6]Peter F. Drucker, The Practice of Management, (New York, 1954), pp. 119-123.

[7]Jack W. Fuller, Continuing Education and the Community College, (Chicago, 1979), p. 35.

[8]Ibid., p. 35.

[9]Lauffer, op. cit., p. 133.

[10]Fuller, op. cit., pp. 37-38.

[11]Ibid., p. 39.

[12]Lauffer, op. cit., p. 112.

[13]Ibid., pp. 23-24.

[14]Lauffer, op. cit., p. 30.

[15]Robert M. Smith, George F. Aker, and J.R. Kidd, Handbook of Adult Education, (New York, 1970), p. 217.

[16]Ibid., p. 220.

[17]Smith, Aker, and Kidd, op. cit., pp. 226-227.

[18]Richard Burns and Gary Brook, Curriculum Design in a Changing Society, (New York, 1970), p. VI.

[19]Ibid., p. 29.

[20]Alvin Toffler, "The Future as a Way of Life," Horizons, Summer, 1965, pp. 109-115.

[21]John Goodlad and Associates, Curriculum Inquiry, (New York, 1979), p. 230.

[22]Ibid., p. 20.

[23]Cyril O. Houle, Design of Education, (San Francisco, 1972), p. 40.

[24]Ralph W. Tyler, Basic Principles of Curriculum and Instruction, (Chicago, 1950), p. 83.

[25]Goodlad, op. cit., p. 232.

[26]Papers from the ASCD Seminar on Strategy for Curriculum Change, Strategy for Curriculum Change, (New Orleans, 1965), p. IX.

[27]Organization for Economic Cooperation and Development, Styles of Curriculum Development, (Illinois, 1971), p. 8.

[28]J. Roby Kidd, How Adults Learn, Second edition, (New York, 1977), pp. 120-121.

[29]Ibid., p. 273.

[30]Jerold W. Apps, Problems in Continuing Education, (New York, 1979), p. 70-71.

[31]Ibid., p. 136.

[32]Jane C. Zahn, "Differences Between Adults and Youth Affecting Learning," Adult Education, Winter, 1967, p. 67.

[33]Kidd, op. cit., p. 268.

[34]Ibid., p. 13.

[35]Knowles. op. cit., p. 2-67.

[36]Ibid., p. 2-80.

[37]Joseph Conrad, "Can Community Colleges Meet the Challenges? Looking Ahead to the 1980's," Innovator. Vol. 11, No. 4, September 30, 1979, pp. 1-5.

[38]Smith, Aker, and Kidd, op. cit., p. 71.

[39]Elinor Lenz, Creating and Marketing Programs in Continuing Education, (New York, 1980), pp. 182-183.

[40]Ibid., p. 185.

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